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February 5, 2019

To: Supervisor Janice Hahn, Chair
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From: Bobby D. Cagle
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LOS ANGELES COUNTY COMMERCIAL SEXUALLY EXPLOITED CHILDREN (CSEC) INTEGRATED LEADERSHIP TEAM (ILT) REPORT

During the last ILT report provided to the Board on November 13, 2018, it was determined that the current quarterly ILT report cover the following:

- 1) First Responder Protocol update/expansion plan to the 45 independent law enforcement agencies.
- 2) Status of FRP Evaluation and Longitudinal Study (per Board Motion).
- 3) Efforts to hold exploiters and buyers accountable.
- 4) CSEC Advocacy Services Request for Proposals (RFP).
- 5) SB 855, SB 794, and HST Budget and Spending Plan.
- 6) CSEC Housing and Services Research Recommendation feedback from Placement providers; and development of work plan based on feedback from key stakeholders.
- 7) Parent Empowerment Program update in response to Supervisor Solis.

Below is an update on all the requested topics.

I. LAW ENFORCEMENT FIRST RESPONDER PROTOCOL UPDATE

The First Responder Protocol (FRP) serves to guide law enforcement, County agencies, and community-based partners on appropriate steps to take within the first 72 hours of interfacing with an identified or suspected CSEC victim, using a victim-centered, multi-agency response model. The protocol reflects Los Angeles County's commitment to treating commercially sexually exploited children who have been exposed to severe

violence, threats, and trauma, as victims of child abuse and human trafficking, rather than criminalizing them as delinquents. Parties to the FRP Agreement are the Los Angeles Sheriff's Department (LASD), Los Angeles Police Department (LAPD), Long Beach Police Department (LBPD), Department of Children and Family Services (DCFS), the Probation Department (Probation), and the Department of Health Services (DHS).

The FRP was implemented August 15, 2014. Since its implementation, there have been a total of 594 recoveries as of January 8, 2019, in the protocol areas. There have been 62 FRP recoveries since the last ILT report.

First Responder Protocol Expansion to Independent Municipalities:

In a continued effort to implement the FRP throughout the County, the Integrated Leadership Team (ILT) is planning to engage the 46 remaining independent municipal police departments in Los Angeles County in an effort to fully expand the FRP. Expansion will occur in four phases:

1) Engagement: The ILT will employ strategies to engage the independent municipal police departments by four regional clusters (South Bay, Central Region, Eastern Region, and Northern Region), to provide a basic understanding of purpose and benefits of the FRP. Engaging municipal police departments in clusters will allow for training in regional areas and for collaboration among local law enforcement agencies.

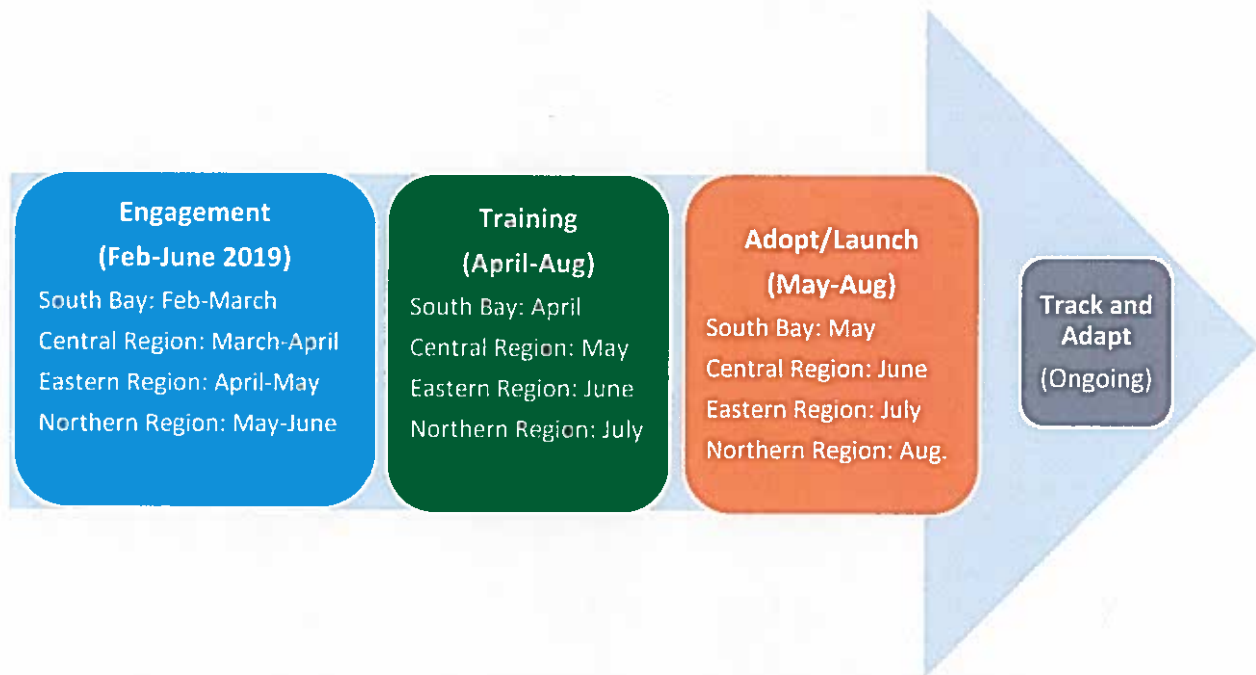
2) FRP Training: The County will be providing training to the new collaborative partners with the goals of establishing a collective understanding of the purpose, values, and objectives of the FRP; creating a collaborative partnership and ownership of implementing the FRP with fidelity, and sharing accountability for achieving the goals of the FRP. The training will cover CSEC 101, engagement strategies with CSE youth, and the FRP's operational procedures. The County will provide the materials, tools, and technical assistance necessary to assist the law enforcement agencies with successful implementation. The FRP training for the independent municipal police departments will be held from April 2019 through August 2019.

3) Adopt and Launch: Each of the independent law enforcement agencies who affirm their commitment to adopting and launching the FRP protocol within and across their jurisdictions will become a signatory of the FRP Operational Agreement. These agencies will implement the protocol within their agency and will receive the specialized, expedited FRP response from the involved agencies.

4) Adapt and Track: The ILT will monitor and track data indicators as well as meet regularly with the new independent law enforcement agencies to determine if there are any quality, process, or capacity issues that need to be addressed in order to improve the implementation of the FRP. From January 2018 through December 6, 2018, Los Angeles County received a total of 83 CSEC referrals from those 45 independent municipalities that the ILT will be engaging in the FRP. The ILT will continue to monitor the referrals to determine the impact of the new FRP expansion on recoveries.

In preparation for the expansion, as well as to provide specialized services to additional youth currently identified as being exploited, DCFS has added additional dedicated staff to the specialized CSEC Continuing Services units that serve exploited youth. DCFS is currently hiring to fully staff 12 additional specialized Children's Social Workers and support staff. Also, Saving Innocence, Los Angeles County's one contracted CSE Advocacy Services provider, is in the process of hiring additional Advocates.

Overview of Timeline for FRP Expansion to the Independent Municipalities:



Board Directive to Evaluate the First Responder Protocol:

On November 13, 2018, Supervisors Ridley-Thomas and Hahn made a joint motion to direct the Chief Executive Officer, in consultation with the Departments involved with the FRP to: 1) identify one or more local research institutions to conduct an evaluation of the FRP and a longitudinal study of those recovered, using a public health framework; and 2) provide recommendations on budget, timeline, and scope of work related to entering into contracts with proposed institutions.

Following the issuance of the November 13, 2018 Board Motion, the CEO held an initial meeting with the ILT members on November 28, 2018, and then a subsequent meeting on December 12, 2018, with the ILT and FRP collaborators (Mental Health, Public Health, and Health Services) to begin discussions to meet the Board Motion's objectives.

In beginning its work, the Committee engaged in preliminary discussions to develop research and methodological questions, identify departmental data sources to meet the questions, and the appropriate evaluation designs for each evaluation component (FRP and longitudinal study). In addition, the ILT was provided, along with its own known

research institutions, an initial list of institutions to consider from the county master agreement lists and recommendations from the Chief Information Office's Analytic Center for Excellence Unit. Once the ILT has determined the evaluation questions and program design (based on available data), the CEO will assist in determining the best possible research institution(s) to perform the work. It is expected that by the next ILT quarterly report, more substantial work from the CEO and ILT will be reported on each area of the directive's deliverables.

II. EFFORTS TO HOLD EXPLOITERS AND BUYERS ACCOUNTABLE

In preparation for the 5th annual *Operation Reclaim and Rebuild*, the LASD and the Los Angeles Regional Human Trafficking Task Force hosted a training day for Human Trafficking Investigators and task forces from throughout California. On December 5, 2018 more than 220 investigators attended the training which included updates on current law, case studies of human trafficking investigations, technology updates, and recognizing traumatic stress reactions in Human Trafficking victims. This training precedes the coordinated statewide human trafficking enforcement operation scheduled for 2019.

During the third quarter of 2018, in collaboration with Demand Abolition and Seattle Against Slavery, more than 1,000 individuals were contacted with a deterrence message, via social media direct messaging, using the phone number of the potential buyer when attempting to buy commercial sex. In total, more than 233,000 messages and ads were distributed via the internet to potential buyers and those who visited the website, la.stopbuying.me.

The Los Angeles Regional Human Trafficking Task Force (LARHTTF), led by the Sheriff's Department, has again been awarded the Federal Department of Justice Enhanced Collaborative Model to Combat Human Trafficking Grant. This three-year grant is a renewal of the existing grant award and extends through 2021. The grant award is currently pending approval by the Board of Supervisors, which is anticipated to occur in March of 2019. The award of \$1.5 million is shared equally with the Coalition to Abolish Slavery and Trafficking (CAST), as the co-located primary victim service provider for the task force.

III. STATUS OF THE ADVOCACY SERVICES CONTRACTS

There have been a total of 761 CSEC Advocacy referrals made from February 2016 through December 16, 2018 (Data Source: Advocacy Services Referral Log); 76 referrals were made since the last ILT Report dated November 13, 2018. At this time, Saving Innocence continues to be the only advocacy agency providing specialized advocacy services to identified CSEC through our County contracts. Saving Innocence currently has seven Advocates and two Survivor Advocates. The current Advocacy Services caseload is 141 CSE youth.

DCFS released a RFP solicitation on November 5, 2018, to increase the capacity and to expand the service population. The eligible population will be expanded to include not only CSEC youth, but also youth and Non-Minor Dependents at risk of becoming CSEC, as well as supportive services for parents of commercially sexually exploited youth. These additional efforts targeted to non-offending parents will enhance a parent's ability to feel equipped and empowered to support their children through the healing and recovery process. The contract will include specific service goals and outcome measures linked to the provision of CSEC advocacy services as a requirement for all contracted providers. DCFS implemented the mandatory Proposer's Conference on December 14, 2018, to provide an overview of the RFP and to answer proposers' questions. It is expected that the newly expanded advocacy services will take effect in September 2019. The Probation Department received approval for a one-year extension (January 2019 through December 31, 2019) to the current contract with Saving Innocence in order to continue services and provide time to transition to the implementation of the new CSEC Advocacy contracts.

Below is the current estimated timeline for the CSEC Advocacy Services RFP process:

ESTIMATED TIMELINE - CSE ADVOCACY SERVICES RFP PROCESS	
Release of Solicitation Document	Completed 11/5/18
Mandatory Proposer's Conference	Completed 12/14/18
Evaluation of business and cost proposals	3/29/19
Debriefing, contract negotiations, and protest/appeals	5/7/19
County Independent Review Process	7/24/19
DCFS' Internal Review and Approval Process	8/9/19
Submit Board Letter/Fact Sheet to CEO	8/15/19
Contract Execution	9/10/19

V. HEALTHIER COMMUNITIES, STRONGER FAMILIES, THRIVING CHILDREN (HST), SB 855 AND SB 794 BUDGET BALANCE AND SPENDING PLAN

The source of funding for Los Angeles County originated from SB 855, SB 794, and HST funds, which were allocated to support the strategic priorities that have been developed to identify, assess, locate, and provide treatment services to address the needs of commercially exploited children and their families in order to achieve the overarching goals of child safety, permanency, and well-being. The ILT provided the budget balances and spending plans for SB 855, SB 794, and HST funds in the last ILT report dated September 4, 2018. Currently, a response from the California Department of Social Services (CDSS) is pending to confirm the total allocation of funds for FY 18-19. While confirmation was received on November 30, 2018, by CDSS through County Fiscal Letter 18-19-38 (Fiscal Year 2018-19 Commercially Sexually Exploited Children Program General Fund Allocation) that Los Angeles County will receive the regular SB 855 allocation amount of \$3,041,447 for FY 18-19, it remains unknown whether Los Angeles County will receive the 2.8 million dollars in rollover funds from FY 17-18. The ILT will be

re-evaluating budget items and spending plans, and will make adjustments based on the final allocation amount provided for FY 18-19. An update will be provided in the next ILT report.

VI. RESEARCH REPORT ON CSEC HOUSING

In 2016, the Board of Supervisors requested that research be done on the impact and effectiveness of different types of services and placements on the safety, well-being, and stability of CSE children. The County partnered with California State University, Los Angeles, and the National Center for Youth Law to complete this study. Researchers were tasked with examining whether access to certain placements, services, and supports—including assignment to the specialized CSEC units through Probation and DCFS, referral to a specialized court, and connection to a community-based advocate—had an impact on a youth's outcomes. The study aims to explore which placement types are associated with greater placement stability and whether specialized CSEC services are associated with placement stability, safety, and well-being. This final research report, entitled *"Commercially Sexually Exploited Girls Involved in Child Welfare and Juvenile Justice in Los Angeles County: An Exploration and Evaluation of Placement Experiences and Services Received"*, was completed on October 5, 2018, and presented to the Board on November 13, 2018.

The research report provided policy, program, and practice recommendations based on the findings, which were shared with the CSEC Steering Committee on November 28, 2018, in order to obtain their feedback. The CSEC Steering Committee members were asked to identify those recommendations from the report that should be prioritized for 2019. The following top three priority areas emerged:

1) Recognize and Address the Impact of Trauma:

- Standardize practice for the assessment and treatment of trauma
- Need to train placement providers on how to interact, engage, and build rapport with CSE youth, as well as coach direct placement provider staff on implementing a trauma-informed approach with youth.

2) Consistent, Healthy Relationships: Both Through an Expansion of Services and Connection to Other Caring Adults and Peers:

- Ensure consistency of staffing, and CSEC advocates, and mental health providers for continuity of care throughout the life of a case, and increase frequency of meaningful interactions with youth. Positive, healthy relationships is often the catalyst for change.

3) Build Capacity in the Placement Types That Provide More Stability for Youth with an Emphasis on the Elements Preferred by Youth:

- Develop an array of placement and service options for youth that can meet their individualized and holistic needs; ensure placement staff and

placement provider mental health contracted staff are equipped to be trauma responsive and capable in attending to the developmental, emotional, cognitive, social, and relational needs of CSE youth.

One of the top priorities identified by youth was the need for additional training of staff, placement providers, and others working with exploited youth. Based on the feedback received from the youth and the Steering Committee, it is evident that training on trauma, building relationships, and how to meet the needs of youth in placement will be a primary focus. However, the ILT will gather additional feedback from the CSEC Placement Provider Roundtable on February 13, 2019. Once the feedback from all identified key stakeholders is gathered, the ILT, in partnership with said stakeholders, will develop a work plan to address the key priorities.

VII. THE PARENT EMPOWERMENT PROGRAM (PEP)

On November 28, 2017, the Board of Supervisors passed a motion that instructed DCFS and the Probation Department, in consultation with directed agencies, to research best practices and programs that serve parents of Commercially Sexually Exploited Children in order to develop a program in Los Angeles County. On June 8, 2018, Los Angeles County launched the PEP, a program that is for parents and primary caregivers of youth who have been commercially sexually exploited. On August 10, 2018, the first round of the program was completed, with 8 parents graduating, and the second round was completed on December 19, 2018, with 6 parents graduating. The third round will include a Spanish speaking group, and will be implemented in the Spring of 2019, once the curriculum, handouts, and videos are finalized and translated.

During the Board meeting on November 13, 2018, Supervisor Solis instructed the ILT to explore ways to improve the Parent Empowerment Program by using culturally sensitive methods, providing peer mentors to both the youth and the parents of exploited youth, expand mechanisms to involve other caregivers (such as grandparents) in the PEP program, and research motivations of chronic runaway behaviors among CSE youth, as well as interventions to help prevent runaway behaviors. The response to each area raised by Supervisor Solis is outlined below:

Integrate Culturally Sensitive Methods into the PEP Program:

One of the core elements of the Shared Core Practice Model among DCFS, the Department of Mental Health, and Probation is "Cultural Humility", a value that seeks to explore and embrace diversity, listens for and seeks understanding in differences in experience, perception, values, beliefs and traditions, and supports exploration of how one's bias and assumptions may impact interactions. The PEP program is in alignment with this value, and this is reflected through the respectful interactions that take place between the PEP Facilitators and the parents/caregivers, as well as among the PEP parents/caregivers themselves. One of the PEP group guidelines that is promoted includes being non-judgmental and respectful of the various experiences and beliefs that are expressed during group. It should be noted that the PEP parents are encouraged to

build upon and connect with their own natural support system within their communities. The PEP program venues have been selected based on where the children and families live, the PEP Facilitators reflect the population that they serve, and plans are underway to translate the materials into Spanish. A Spanish speaking PEP Facilitator has been identified. Data will continually be monitored and tracked to analyze the demographics of PEP's target population to inform ongoing program development. The PEP Program will be expanded Countywide once the CSE Advocacy Services contracts are implemented, as this is one of the service components that will be delivered by the newly selected contracted providers. In order to ensure that the contracted providers implement a culturally sensitive approach to the PEP, a training on the Shared Core Practice Model will be provided by one of Los Angeles County's seasoned Core Practice Model coaches, and monthly quality assurance meetings will be held to discuss areas of strength and areas where improvement in program or practice is needed. In addition, in order to address the overrepresentation of African-American children and families impacted by CSE, the DCFS CSEC Program will partner with the Eliminating Racial Disparity and Disproportionality (ERDD) Workgroup to discuss strategies that could be applied to address the issue, including the possible use of Cultural Brokers.

Provide Peer Mentors to CSE Youth and Parents:

PEP Facilitators so far have been either DMH staff or the Clinical Program Manager of Saving Innocence, a CSE Advocacy Services Agency. However, the new County CSE contracted providers that are selected as a result of the RFP process will be required to employ Survivor Advocate and Parent Advocates, which will act as mentors to the youth and parents, respectively. Both Survivor Advocates and Parent Advocates will be required under the new contracts to co-facilitate CSE prevention and intervention workshops, which includes the Parent Empowerment Program, as well as provide direct advocacy services. The process of hiring and maintaining Survivor Advocates and Parent Advocates requires sensitivity, intensive support, and clinical supervision in order to maintain Survivor and Parent Advocates.

Inclusion of Primary Caregivers in PEP:

Currently, the PEP is open to not only parents, but also primary caregivers such as legal guardians, relative caregivers, non-related extended family members, and foster parents who are the primary caregivers. During the design of the PEP, it was determined that primary caregivers should be included in the target population that the PEP serves in order to support the achievement of permanency for CSE youth. The rationale is that if the County improves the support of the primary caregiver and equips them with the understanding of the dynamics of CSE and CSE youth, as well as offer ways the primary caregivers can best interact and build/enhance the relationship with the youth, the better the chances are at stabilizing the placement and achieving permanency with the primary caregiver in the event that the youth is unable to return home to their parent or legal guardian. Also, if the youth does leave the home of the primary caregiver to return home or enters another permanent plan living arrangement (PPLA), such as transitional

housing, it is hoped that the caregiver can be a permanent connection for the youth throughout their lives.

Research Motivators and Interventions to Address Runaway Behaviors Among CSEC:

The question of why CSE youth often present with chronic runaway behaviors has been addressed through research on trauma bonding, as well as the last CSEC Housing and Services Research Report that was presented to the Board on November 13, 2018. In the research report (<http://file.lacounty.gov/SDSInter/bos/supdocs/128810.pdf>; pages 114-115 provides a summary), the interviews and survey data indicate that many youth experience group homes, especially large group homes, as chaotic and unsafe, or feel judged by the staff or other youth, making them less likely to engage and remain for long periods. Others crave the connection to their families and communities from which they have been removed, and may leave placement to return to those relationships. Running may also be a coping mechanism or may be something a youth chooses to do because it brings some sense of control to a life in which they have limited control. The youth narratives presented in the research report also demonstrated that youth may run away because they view it as a means of survival or a way to reduce their own risk and exposure to harm. Youth report that traffickers threaten them and their families if they do not leave placement to return to their trafficker when they are able. Additionally, traffickers often require youth to bring additional youth with them when they run. This may mean that a youth engaged in recruiting is faced with an impossible choice: recruit another youth to stay in favor with the trafficker and obtain the benefit of a lower quota, therefore facing less exposure to violent purchasers and sexually transmitted infections, or decline to recruit and face more violence and exploitation from traffickers and buyers.

Beyond running to their traffickers, youth also reported running from placement to go home. Of girls and young women surveyed, 38% reported they at least sometimes ran home, and 12% reported they always went home. This finding is further grounded in youth survey and interview responses indicating they ran because they wanted to maintain familial connections.

The general areas of recommendation from the CSEC research that were provided are designed to address the needs of our CSE population in order to improve safety and stability. As stated earlier in the report, the ILT will be prioritizing those recommendations for inclusion in the development of a work plan to improve stability and well-being among our CSE population. The November 13, 2018 Board Motion to conduct additional research - an evaluation of the FRP and a longitudinal study on those youth recovered through the FRP - will likely expand on what we have learned thus far regarding the causal factors to chronic runaway behaviors of CSEC.

The passing of SB 794 (2015) requires DCFS Social Workers and Probation Officers to take steps to locate and identify missing and runaway children and better understand their reasons for leaving. On November 9, 2018, DCFS released an updated policy (Policy Number 0100570.1

http://policy.dcfs.lacounty.gov/Default.htm#Runaways_and_Returning_R.htm?Highlight=0100-570.11) that directs staff to implement the SB 794 mandates. The policy requires social workers to have a debriefing session with the returning youth to determine those contributing factors that led to running away. The social worker is then responsible for teaming with the youth, caregiver and other members of the Child and Family Team to identify underlying or unmet needs and possible services or supports to meet those needs and prevent the recurring behavior. Increasing youth voice and choice in placement decisions, visitation, and addressing needs should have a positive impact and decrease runaway behaviors. DCFS will meet with the Training Division to discuss CSEC Training needs, including the development of SB 794 training.

Probation's SB 794 policy is currently under review with the Union, and SB 794 training is scheduled to begin January 14, 2019.

If you have any questions or need additional information, you may call me or your staff may contact Aldo Marin, Board Liaison, at (213) 351-5530.

c: Executive Officer, Board of Supervisors
Chief Executive Officer
County Counsel
Probation Department
Sheriff's Department